DOCUMENT RESUME

ED 223 178 HE 015 699

AUTHOR	Buettner, David
TITLE	Collaborative Efforts among Higher Education, CETA and the Private Sector: Implications for Instructional Heads and Institutional Business Officers. Higher Education/CETA Project Monograph.
INSTITUTION	American Council on Education, Washington, D.C.
SPONS AGENCY	Fund for the Improvement of Postsecondary Education (ED), Washington, DC.
PUB DATE	Jul 82
NOTE	9p.; For related documents, see HE 015 695-703 and HE 015 723.
AVAILABLE FROM	Higher Education/CETA Project, American Council on Education, One Dupont Circle, Suite 800, Washington, DC 20036.
PUB TYPE	Viewpoints (120) -- Reports - Descriptive (141)
EDRS PRICE	MF01/PC01 Plus Postage.
DESCRIPTORS	Ancillary School Services; Career Counseling; Case Studies; Continuing Education; Contracts; Cooperative Programs; Department Heads; *Education Work Relationship; Employers; *Employment Programs; Federal Aid; *Government School Relationship; *higher Education; *Job Training; Labor Force Development; Personnel Policy; Program Costs; School Business Officials; *School Business Relationship
IDENTIFIERS	*Comprehensive Employment and Training Act; Financial Audits; Higher Education CETA Project

ABSTRACT

Advice for higher education institutional business officers, instructional heads, and continuing education and community services personnel regarding collaborative efforts with employers and government resources is offered as part of the American Council on Education's Higher Education/Comprehensive Employment and Training Act (CETA) Project, which was supported by th. Fund for the Improvement of Postsecondary Education. An institution that collaborates in employee development efforts such as CETA can offer a range of possible contributions, including assessment services, basic skill development, job training, counseling services, and job development and placement. The use of existing instructional programs by CETA students is widespread, especially in community colleges. In some cases, special programs are developed and conducted for only CETA students (i.e., class size programs). For many public institutions, when CETA prime sponsors totally fund class size offerings, they can design or customize the class to suit students' needs. Colleges and universities often have outstanding student service and continuing education components to provide career counseling and support to the unemployed. Opportunities for the four-year school to participate in CETA-type manpower development programs also exist, especially in the research and development area (i.e., curriculum guides and staff development expertise). The following aspects of higher education/CETA collaboration are addressed: contract and auditing routines and procedures, risk management and insurance, administrative costs, and personnel considerations. Advantages of participation to the institution, instructional faculty and staff, students, and the private sector are discussed; and six brief case studies of collaborative projects are presented. (SW)

ED223178

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

ACE

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

AMERICAN COUNCIL ON EDUCATION

A Monograph of the Higher Education/CETA Project

Joel D. Lapin, Director, Higher Education/CETA Project — July 1982

COLLABORATIVE EFFORTS AMONG HIGHER EDUCATION, CETA AND THE PRIVATE SECTOR:

IMPLICATIONS FOR INSTRUCTIONAL HEADS AND INSTITUTIONAL BUSINESS OFFICERS

By David Buettner

HE 015 699

INTRODUCTION

The current manpower development system faces numerous challenges. Among the most prominent are: (1) Solving the imbalance between the unmet demand for highly skilled workers and the oversupply of unemployed and underemployed individuals currently unable to fill the demand; (2) Upgrading and retraining entry level workers and preparing advanced professionals and technicians; (3) Developing a workforce proficient in basic skills; (4) Providing a reliable workforce of individuals who demonstrate appropriate work attitudes and behaviors; and (5) Increasing productivity in the public and private sectors.

The economy requires a constant infusion of people, many of whom require new skills. Over the years new workers have come from a variety of sources—the returning soldiers of World War II, the youth of the post-war baby boom, and more recently, women desiring paid employment. From where will the next major infusion come? Many believe it will be difficult to replace those sources in sufficient magnitude to offset the aging population, the drop in the number of young people available for the labor force, and the expansion needs of the economy.

While there is little argument that the more efficient use of our existing workforce is critically important, the debate is far from over regarding how this is to be achieved. The traditional preparation for employment offered by the private sector and postsecondary education, and the traditional employment policies of government, will not be adequate if employment requirements are to be met. Each of these three institutional areas—postsecondary education, the private sector, and the government—are individually incapable of solving the manpower challenges. The critical needs of the disadvantaged and unemployed for assessment, skill training, retraining, basic skills instruction, career and personal counseling, and job placement are often beyond the financial ability, interest, and expertise of many employers. Many small employers, especially, are simply not financially able to develop and operate programs for the small number of people they may need to employ. Postsecondary education institutions are often viewed as offering only long-term, somewhat delayed solutions, not the short-term, immediate solutions sought by the unemployed and the employment community. Government certainly cannot create the solution at a cost that is acceptable to the majority of taxpayers.

However, the opportunities for joint ventures are exciting and promising. While structural and attitudinal barriers still persist, there now exists a growing number of employers, higher education institutions, and government officials that are working together. While these early efforts are limited when viewed in the total scope of the nation's manpower system, they do represent a solid basis for successful occupational training and employment programs and services. The purpose of this monograph is to encourage and advise higher education institutional business officers, instructional heads, and

continuing education and community services personnel to join in collaborative efforts with employers and government resources, such as the Comprehensive Employment and Training Act (CETA), to improve the local and regional workforce.

PROGRAM AND SERVICE OPPORTUNITIES FOR COLLEGES AND UNIVERSITIES

An institution that joins in the manpower development effort with the private sector and government resources such as CETA can offer a range of possible contributions. Assessment services, basic skill development, job-skill training, counseling services, and job development and placement to assist students are the most direct contributions. Related contributions, which may be less visible, are development and testing of methods or materials to be used in these services, and providing administrative services. Determining whether an institution should provide a particular program or service should emanate from an assessment of institutional strengths. The strengths that higher education institutions can lend to this effort vary; but few, if any, will fail to identify a significant role.

Classroom Instruction

One of the most important reasons for persistent unemployment is the lack of marketable skills on the part of an individual. Instructional programs and services offered by colleges and universities can ameliorate the unemployment problem. The learning of new skills necessary to obtain and retain employment goes well beyond vocational and technical skills, and often includes basic academic skills. Even adults with successful employment experiences in the past now find themselves unemployed and suffering in the current marketplace. Because of the changing skill requirements and nature of jobs, these people, previously able to find employment without basic academic skills, are now finding these higher skill requirements more prevalent. In such cases the solution may already be in place, and only a cooperative agreement between the college or university and the local CETA prime sponsor is needed before these adults could participate in appropriate basic skill programs funded by CETA.

The use of existing instructional programs by CETA students is widespread, especially in community colleges. In this situation, CETA prime sponsors may purchase an individual enrollment for the CETA student. In other cases, however, special programs are developed and conducted for only CETA students. These are often referred to as class size programs.

Many public institutions are funded under a unit-rate formula (a defined unit such as average daily attendance, or student hours—equivalent full-time students—used to allocate funds up to a maximum level). Under current policies and practices in many states, when CETA prime sponsors totally fund class size offerings, they can design or customize the class to suit students' needs. Disadvantages may result (assuming institutional costs do not exceed CETA payments), as state aid usually cannot be drawn, since many states prohibit drawing state aid and CETA aid if CETA covers all or most expenses. Also, class size instruction may keep CETA students segregated from the larger student body.

Initially, it might be the case that class-size training programs better meet the needs of CETA students—although at greater expense to CETA. In the long run, as colleges and universities become more responsive, individual referrals may be more appropriate and cost effective.

Advantages and disadvantages also apply to individual referral or to training programs of less than class size. Individual referral often allows the institution to draw state aid and may be more cost effective. From the institution's standpoint, the individual referral method allows an institution to play the role of a "broker," bringing together individuals from the private sector, various community based organizations, and CETA into a single group for instruction. Unlike class size instruction, individual referral integrates students with others. However, the major disadvantage of this approach is to restrict the CETA prime sponsor to only instruction planned or currently operating. This may reduce the flexibility of training and employment programs and subsequently compromise the fulfillment of CETA students' needs.

Where colleges have responsive training and employment programs in place, individual referral may be more cost effective. Such programs also provide for flexibility and are more likely to meet needs. If colleges lack necessary training and employment programs, then class size programs may be appropriate until colleges can offer an individual referral option.

Career Counseling Services

Few events are as traumatic as being unemployed for a significant period of time. For many, self-respect is diminished, identities become confused, and normal interaction with family and friends is disrupted. When unemployment and related problems persist, solutions seem more and more elusive.

The help of a professional counselor is often effective in helping individuals overcome many of these difficulties. Colleges and universities often have outstanding student service and continuing education components to assist those in need. The particular strengths of a community college in delivering career counseling assistance is evidenced at Southeast Community College in Lincoln, Nebraska. Heavily involved in vocational training programs, college faculty and staff had substantial understanding of what successful job entry required. They also had the experience of knowing some of the difficulties the unemployed face when trying to use the resources of a college to solve their persistent unemployment problems. With the financial support of the local CETA prime sponsor, a career planning center was launched. Extensive career development materials were gathered and assembled into a career library. A planned array of services was developed and promoted, which involved career and personal assessment services, decision making assistance, and values clarification. Perhaps most important of all, the proximity of the vocational training component allowed the development of significant career

sampling opportunities. Students were allowed opportunities to enroll in special or previously existing courses designed to orient and in some cases simulate work situations associated with various occupational areas. These opportunities were far more realistic and convenient than could have been the case had the college chosen not to become involved. The nature of career decision making is such that one's experience forms a substantial basis upon which decisions are made. The absence of actual experience that is highly reflective of real occupational conditions often undermines the success of any career decisions that may precede it.

Specialized areas of career counseling are job development and placement. Successful programs to develop these skills are now offered in colleges and universities across the nation. Extending these services to the unemployed can be and has been achieved. Searching for suitable job openings, arranging interviews, and, in many cases, actual job placement have also become customary aspects of career counseling. With special financial incentives from CETA and the tax laws, employers will often create an opening not otherwise available. Career counselors have found themselves informing employers of these incentives and asking them to consider these possibilities. The financial support often available for these services through cooperative efforts with CETA can enable colleges and universities to extend these services where local resources alone could not.

Barriers to employment extend beyond job-related skills into an area often labeled "survival skills." Personal health, financial, and daily living responsibilities are examples of survival skills which, when deficient, can become serious barriers to successful employment. Colleges and other organizations have cooperated with CETA prime sponsors to help individuals overcome deficiencies in these areas with as much success as some of the more obvious job training programs.

Research and Development

Opportunities for the four-year college or university to participate in CETA-type manpower development programs also exist. The University of Nebraska at Lincoln, Nebraska, has brought its strengths as a research and development institution to the task of developing and testing a survival skills curriculum and delivery system. From this effort came fully developed curriculum guides, counseling and instructional methods, staff development expertise, and an implementation handbook to assist others in the replication of the program. The entire project was conducted in close cooperation with the local CETA prime sponsor.

The university also developed an opportunity to be of assistance to the handicapped population, many of whom were also CETA students. This unique effort originated from the college of engineering and provided equipment modification research and development in order to adapt the workplace to the needs of handicapped workers. It serves as another illustration of the diverse strengths that higher education brings to manpower problems.

INSTITUTIONAL IMPLICATIONS FOR PARTICIPATION

College and university faculty, staff, and administrators who are experienced in collaborative programs with government and the private sector will be quick to confirm the existence of several alterations to traditional operations. These changes are rarely so serious as to threaten participation; but adequate preparation for and understanding of differences are more likely to result in successful programs and services.

Contract and Auditing Routines and Procedures

Contracting with a government agency should not be new to most college or university administrators. Past experiences are often applicable and should, therefore, be expected to apply to contracting with local and state CETA prime sponsors. At times many of the same procedures will apply to submitting requests for proposals (RFP's). More often, personal contacts and negotiations will lead to the involvement of an institution.

Such involvement ought to result in a contract for services specifying the hours of training or the number of students to be served in various ways. In most instances colleges and universities have found the contact hour method of purchasing services to be the most cost effective and flexible. Sometimes the number of students to be served is most practical and cost effective. Regardless of the method used, however, specific quantity and quality specifications are most important.

There is always the chance that a contract for programs and/or services will not be completed by representatives of both parties before an institution is expected to offer all or part of the desired activities. Commonly, verbal agreements are in place, but the nature of government and many institutions usually requires that such agreements bear signatures of approval from responsible authorities. Unintentionally perhaps, higher authorities may be less than fully knowledgeable about aspects of agreements. The result may be problems in the event of contract disapproval or modification. The desire for immediate service to students often encourages acquiescence in the demand for activities before approved contracts are in hand. Allowing an institution to incur the expenses and obligations of programs and services without fully executed contracts runs contrary to ideal business practices. While the safest and best business procedures are often difficult to implement, it remains the obligation of both parties to develop a written agreement to minimize errors, oversights, ill will, and misunderstanding.

Unlike student financial aid and some research and development contracts, many CETA contracts rarely remain unmodified. Those contracts for personal services in which the employees are as yet unidentified seem to be the most prevalent ones undergoing frequent modification. Frequently personnel requirements will be estimated or open at the time of the origin of the contract. Later, when exact personnel costs have been established, it is sometimes necessary to revise the contract amounts.

At other times, the number of people to be employed, their job titles, the number of people to be served, or the specific services to be provided may change, requiring similar contract modifications.

The process for contract modification can be troublesome; yet these troubles can be easily corrected. One source of problems is the tendency to allow project or program modification without required contract modification. The result is often audit exception and complex *ex post facto* construction of the underlying justifications. When audit questions arise and contract documents and provisions are inadequate and/or unacceptable, one must revert to establishing the facts regarding "what happened and why" from other available sources. Project records and correspondence are usually the best sources but even these are sometimes inadequate. When the search for answers relies upon the memories of those who were involved, it is unlikely that audit exceptions and financial reimbursements can be avoided. Anyone experienced in such negotiations will attest to the wisdom of avoiding problems through timely and thorough contract modification. A second area where problems may arise is the need for organized and careful filing of the modifications. If one approaches this task with a probable audit in mind, there is little difficulty in recognizing the need for a complete chronological file. Contract modification is unlikely to be a problem upon subsequent audit where such records are orderly and available.

The audit process requires some attention. Many times, government contracts result in contacts with two distinct representative units. One of these, the program group, includes those involved in planning and administering the programs and services under contract. They are usually the most identifiable and accessible and are frequently and directly responsible for the existence of the contract and the resulting programs and services. The program representatives are usually familiar with audit requirements and will offer sound advice during contract negotiations and execution. The other group is typically made up of accountants or auditors. Many times they are representatives of private accounting firms that have contracted with CETA prime sponsors to provide auditing services. When this is the case, the likelihood of auditors being familiar with local program provisions or understandings is very remote. Most times these auditors are quite knowledgeable and competent in their understanding of the CETA law—at times, even more so than the program representatives. They typically require an absolute compliance with the technical requirements of the law. Institutional representatives should be alert to contract provisions and audit requirements throughout the duration of the project. A useful strategy is to conduct a simulated internal audit before the close of the contract period. Placing oneself or another institutional employee in the role of an auditor allows institutional authorities to identify potential problems. Missing documentation, unaccomplished contract requirements, and inappropriate expenditures can often be corrected without difficulty while the contract remains in effect. Without this or a similar process, shortcomings, if any, are usually not identified until well after the close of the contract period. Many times those familiar with the contract activities are no longer available. As a result corrective actions are far more difficult and sometimes impossible to institute.

Special contract provisions, including those allowing the purchase of equipment, can result in special audit requirements. Periodic inventory of equipment purchased under a contract is a common requirement and can be easily completed early in the contract period. Some equipment left with the contractor after the conclusion of the contract period must still be accounted for from time to time. Disposition of such equipment by the contractor can also be complicated if proper approval is not obtained or procedures are not followed carefully.

In some areas equipment purchased by CETA or a similar government agency but used by non-CETA students may be of concern to the CETA prime sponsor. Both partners in the relationship can often negotiate a mutually beneficial agreement. For example, in return for use of equipment by non-CETA students, the institution may agree to provide all equipment maintenance costs out of its own budget.

Most CETA prime sponsors will encourage sponsored students to seek other financial aids concurrent with CETA benefits in order to reduce the overall program costs to CETA. While this practice is legal and advisable, coordination of such benefits is a must. The best method may be to handle all such aid in close consort with the CETA staff handling benefits. Many institutions and prime sponsors agree to have the institution handle this process, allowing the responsibility for coordination to rest with one organization and ultimately with one individual.

Risk Management and Insurance Considerations

The complexity of college and university operations almost assures that existing risk management practices, including insurance coverage, will prove to be adequate in the face of a CETA related program or activity. Some complications, however, may develop if the proposed program or service is outside the ordinary functions of the institution. For example, safety and insurance questions might arise that exceed customary practices. On-the-job training experiences, operation of vehicles by students, and machinery operation in the course of vocational instruction are examples of areas frequently causing concern among risk managers. In each of these cases, most major insurance companies have substantial experience. Most will not object to these or similar practices, since the majority of this experience has been positive and of low risk.

Insurance considerations for unemployment compensation and workmen's compensation are equally routine, although some costs may be incurred. Although state laws vary, institutions will likely have greater unemployment compensation expenses as a result of CETA-related programming. Institutions with other government contract work will not likely experience any change in their experience even though the increased activity may raise costs somewhat. The more significant question for

the institution is whether the additional costs can be passed on to the government agency. While it may be possible in some cases, the fact that these expenses are indeterminable during the term of the contract often complicates the process. Nevertheless, some CETA prime sponsors with whom institutions have had an ongoing contract have accepted these obligations.

Workmen's compensation costs are not much of a problem, since the costs are usually assessed as a payroll tax and, therefore, collected as overhead or fringe benefit costs in contracts. Special care may be required to protect the institution from unwarranted claims that can arise from students engaged in on-the-job training programs within the institution. Similar programs where on-the-job training experiences are not with the institution normally present little problem, since any risk exposure is with the employer providing the experience.

Administrative Costs

There is no doubt that there are real costs associated with the administration of programs and services that might develop as a result of a collaborative effort with the government or the private sector. These costs are not typically any greater, however, than those associated with other activities an institution may conduct as it pursues its mission. When special costs are present, administrators should document such costs and request funds to cover such expenses. Requests should also reflect in-kind contributions by the institution. Many special costs are legitimate aspects of direct costs established in contracts and are easily shared. Others are difficult to assess and are appropriate considerations when negotiating an indirect cost of an administrative charge provision in a contract with an agency. While it is rare to find a CETA prime sponsor willing to accept the institutional indirect cost rate that may have been established with the federal government, most will consider such expenses to some extent.

Personnel Considerations

Private sector or government contracts for programs or services often call for the employment of additional faculty or staff to carry out new or expanded services or tasks. Even when this is not the case, existing faculty and staff are likely to be affected. Current staff duties and responsibilities may need to be adjusted to carry out these new or expanded activities. Each situation involves some planning in order to carry out the changes in the most favorable manner.

The acquisition of new faculty or staff for an activity requires substantial preparation. Usually, well developed processes are in place for the employment of new personnel. There is a need to avoid any tendency to shortcut personnel procedures, especially those designed to assure equal employment opportunities. Government contracts require special assurances that equal opportunity of employment be achieved in the conduct of the contract administration. But equally important is the protection this process usually affords the institution when carrying out personnel actions. The tendency to think of employees hired to carry out a "special" contract as something other than college or university employees must be resisted. These individuals are college or university employees regardless of the special circumstances that may have brought them to the campus. The probability that some may not become employees of long tenure actually underscores the need to make a special effort to adhere to carefully thought out practices. Circumstances often dictate whether such "new" employees are folded into existing employee classification or whether new or special classification is more desirable. Important differences in academic preparation, hours of work, salary, collective bargaining agreements, and other areas may prove to be the basis upon which such decisions are made.

The adjustment of existing staff duties and responsibilities which can increase in work volume as a result of new or expanded activities may present institutional management with a need for special handling. The fact that many times a CETA related program or service moves an institution into services or activities to which they are not accustomed can lead to some unusual resistance. Some people may question the suitability of this new role and, therefore, have some reluctance to accommodate necessary changes. Special attention to this resistance should be a component in any management plan.

Many times, faculty and staff involved in special programs or services may find themselves in undesirable or problematic relationships with the government agency or private firm's representatives. Whenever outside representatives develop a visible and frequent contact with the institution they may take on management's authority in the eyes of the institution's employees. It is not uncommon for an institutional employee to seek or at least accept direction from a readily accessible CETA or private sector representative, disregarding the normal institutional chain of command. Usually no special problems arise, as, with only limited attention, they are easily prevented. Periodic clarification regarding the institution's role and prerogatives may be desirable to prevent inappropriate attitudes and behaviors from developing.

THE ADVANTAGES OF PARTICIPATION

Unsolved, the manpower development problem is such that it can threaten the very foundation of our economic and democratic well being. Whenever the strata of a populace includes significant deprived groups or an unmet manpower need, instability and distress can result. The reduction or elimination of serious manpower problems not only benefits the deprived but benefits every fiber of our society through the preservation of the systems which have facilitated our country's development. Thus higher education participation with manpower development aids the institution, the community, and the nation.

To the Institution

The college or university that chooses to offer programs or services in cooperation with the private sector and CETA may do so for no more reason than the further-

ance of its mission. Nevertheless, that institution will find itself re-examining its curriculum, stimulating the interest of staff, adapting its structure and delivery of programs and services, and evaluating its ability to react and perform. The institution would find itself undergoing constructive challenges and changes.

The stronger ties that inevitably result with the private sector also bring a greater understanding and respect from the private sector. Rarely is a community critical of a local college or university when the institution has built strong and extensive ties with the community. When the employers of a community begin to look to the college or university as the source for trained employees, a long lasting and mutually beneficial relationship is likely to develop.

Perhaps it is equally important for the college or university to recognize the enhanced program and service benefits to its existing students and the larger community that can result from cooperation with the private sector and CETA. Many times CETA programs and services can be developed which allow the participation of students who are not sponsored by CETA. In such cases, there is a direct expansion of offerings as a result of the cooperation. Where no such arrangement exists, one should not discount the effects that an innovative program or service aimed at a specific audience has on other faculty and staff and audiences in other programs.

To Instructional Faculty and Staff

Participation may bring some benefits to instructional faculty and staff. Programs and services with the private sector and CETA may provide a challenge and the opportunity for faculty to seriously examine and change curricula content and delivery. It can also respond to the vocational and career concerns of students and reduce the gap between education and work.

Relationships can accelerate efforts aimed at faculty revitalization and development. Cooperative partnerships can result in obtaining equipment and technical assistance as well as an overall strengthening of relationships between the institution and outside organizations.

To the Student

Those seeking assistance in finding suitable work are often eager to take advantage of any programs and services they truly believe can help. The benefits to these people begin to accrue as they begin to believe that success is achievable and that specific program offerings can, in fact, help them. One significant strength colleges and universities can bring to this effort is their credibility. Confidence in a program, along with the credibility of an institution, offers enhanced participation and an enhanced quality of effort. Educators can bring important expertise to bear on the structure and delivery of educational programs and services to the unemployed.

As a related benefit, students also are afforded an opportunity for greater pride in their learning experiences. Being a fully accepted member of a college student body contributes to a positive self-image that in itself is a significant treatment of the problem of the unemployed. And, with the diverse age and life circumstances reflected in the current student body, disadvantaged students have less trouble feeling at ease.

To the Private Sector

It is often necessary to convince the private sector and, in some cases, CETA officials that colleges and universities have something to offer in efforts at manpower development and should be involved in local and regional programs and services.

One of the most compelling arguments for the involvement of higher education in a manpower development system is that, as a delivery system, it is already in place, staffed and equipped, and able to participate. Colleges and universities have proven their ability to aggressively develop new markets, programs, and delivery systems which can address the nation's employment needs in a sensible and cost effective manner. In many cases, institutions also have successful relationships with local employers as a result of successful performance.

The private sector may well view colleges and universities as a source of welcome relief from the responsibility of employment related program development and operation. This is especially true for small businesses, which are widespread and in need of resources but ill equipped to develop and implement programs and services. The major challenge to college and university participation stemming from the private sector is the skepticism regarding the institution's ability or willingness to listen and respond. Once this can be demonstrated, the private sector may be willing to give institutions the chance to perform. Once some success is achieved, more opportunities develop.

To summarize, colleges and universities bring quality assurance, breadth of services, cost effectiveness and efficiency to manpower development efforts. The accumulating experience of those that have become involved can lessen the burden of those now contemplating cooperative efforts.

The following case studies were selected to represent: (1) The varied nature of higher education's involvement; (2) The range and types of institutional involvement; (3) The types of participants served by programs and services; and (4) The geographic mix of institutions.

Bakersfield Community College
1801 Panorama Drive
Bakersfield, California 93305

As a major service for Kern County CETA, the community college is responsible for payroll for all organizations in Kern County which receive CETA funds. CETA has helped to pay for personnel to prepare student stipends. In return the college contributes its equipment and personnel to assist in the distribution of paychecks and responds to students' requests regarding their checks.

University of South Alabama
Department of Conference Activities
and Special Programs
Mobile, Alabama 36615

This institution has implemented a client management system in cooperation with the Mobile CETA Consortium. The university has transferred technology from research and development projects to publicly funded systems to reduce the cost per placement for the prime sponsor. The results of the application of cost-reduction technology has been higher productivity at lower costs.

University of Northern Iowa
Sponsored Projects Administration
Cedar Falls, Iowa 50613

The Sponsored Projects Administration of the university operates one of four CETA Administrative Service Centers (ASC) in the State of Iowa for the Office for Planning and Programming. The purpose of the ASC is to provide an automated payments and statistical reporting system for the Iowa Balance of State Prime Sponsor in contractual agreement in various CETA titles. The ASC is located in the business office and coordinates the weekly processing in financial and activity reports and develops monthly written financial reports and yearly closeouts.

Monroe Community College
1000 East Henrietta Road
Rochester, New York 14623

Monroe Community College, a two-year community college serving 11,000 students, has entered into a cooperative effort with the City of Rochester CETA Administration and the County of Monroe CETA Administration to address the problem of minimally skilled unemployed youth. The CREST Program is designed to provide career exploration and direction, and remediation of basic skills to economically and academically disadvantaged high school graduates. Recognizing the high dropout rate of youth in skills training programs and the equally high unemployment rate of youth of this community, a 15-week program was designed focusing on career assessment to identify appropriate placements in educational and/or skills training programs as well as to upgrade basic skills. The goal is to increase the potential employability of participants in the labor market.

The CREST Program is operated under the direction of the Developmental Studies Department of Monroe Community College. Youth enrolled in the program are administered a locator test in the basic skill areas of math, English, and reading prior to acceptance. Youth scoring at a ninth grade level or below are admitted to CREST. Following acceptance, a career interest survey and personal interview are conducted to determine career objectives. Youth are assigned to the appropriate Developmental Studies courses to upgrade skill deficiencies. Additionally, students are enrolled in an introductory course in the career field of their interest. An eight-hour per week field experience in their career area is a component of the program. Intensive career counseling occurs over the 15-week period in which each participant explores the career field of his choice in relation to skills, aptitudes, interests, and employment outlook. The ultimate goals of the program include: (1) Upgrading the individual's basic skills to allow successful competition in career degree programs, skills training programs, apprenticeship programs, or employment opportunities; and (2) Development of an educational and/or employability development plan and the subsequent transition from CREST to the appropriate placement to obtain the career objectives identified.

The success of the program will be determined by the number of youth who successfully complete the goals and objectives of their educational employability development plan. The implications of this program can be evaluated for extension to other segments of the unemployed population, such as the chronically unemployed, the high school dropout, or the displaced homemaker.

Sinclair Community College
Dayton, Ohio 45402

The Sinclair Unemployed Youth Project is designed to offer unemployed CETA-certified youth between the ages of 18 and 21 a way to identify their learning needs, academic interests, career preferences, and training that will prepare them for the kind of job they want. It also helps them to develop the coping skills needed to keep the job once they get it.

The program is administered by the Experience-Based Education Division, which is nationally acclaimed for its innovative approaches to learning. Through an individualized program of assessment, career development, work, and study, students are enrolled in one or more of the following options during the four quarters to the project: (1) Developmental reading/writing and math; (2) Skills courses; (3) Regular degree or certificate programs; (4) Co-op placement; and (5) Other work/study combinations.

Free tuition and fees are offered by Sinclair for the first quarter of enrollment. CETA provides an allowance based on hours in classroom training during this same period. Students will apply for financial assistance for succeeding terms.

The City of Dayton, which is the prime sponsor, has worked with Sinclair on other projects. A representative from Sinclair sits on the manpower advisory council and the private industry council. The services provided by the prime sponsor include: (1) Outreach; (2) Intake/certification; and (3) Allowance payments.

The project has a number of goals, including improving the students' understanding of themselves so that they can better adjust to the world of work. The project also aims toward educational improvements through the developmental courses, on-the-job training, and training in communication skills.

State University of New York
College at Oswego
Oswego, New York 13126

The project at the College at Oswego is designed to provide 15 CETA-eligible youth from the rural sections of the county with the opportunity to develop the necessary educational skills for college level course work and for successful entry into the world of work. The program utilizes selected methods and techniques which have been used by both the institution and the prime sponsor. The target population for this project, rural youth, has been underrepresented in both the CETA and college programs; and it is felt that a project of this nature can increase the visibility and services offered by both organizations.

The specific project activities included a search phase (now completed), followed by a remedial, a work, and a transition phase. The search phase was a joint effort by CETA and the college. Recruitment techniques included articles and advertisements in local newspapers; posters in public meeting places; spot radio announcements; personal contacts with local government officials, members of the clergy; public school personnel, and the Department of Social Services; and group orientation meetings. Eligibility was determined by the CETA prime sponsor. If interest in the Department of Labor project was expressed, applicants were further interviewed by the program staff, utilizing standardized ability and achievement measures. From a pool of over 30 interested youth, 15 enrollees were selected.

Activities of the second phase of the program include daily instruction by three college faculty members in the areas of reading, writing, and mathematical skills and a college-level course, and career exploration, designed to give the enrollees the opportunity to learn about the work world. To increase the total impact of the program and ensure regular attendance at all scheduled activities, the enrollees live in college housing. It is this aspect of the program, necessitated by lack of public transportation, which makes it possible to have the enrollees take advantage of the full complement of services available at the institution. Each enrollee receives a weekly stipend from the CETA prime sponsor to cover incidental costs.

The third phase of the program is designed to be a full-time, academic credit bearing work block. The responsibilities for job development, placement, and supervision have been assigned to the coordinator of the Cooperative Education program. The final phase of the project will provide enrollees with a full-time academic experience similar to that of any first-term college student. The program staff will provide counseling support as the young person becomes fully integrated into this institution or makes plans to enter another postsecondary institution with an academic program more closely aligned to the participants' career goals.

One outcome to be tested is whether the college can effectively serve the rural youth of this county. One measure will be the number of enrollees who actually continue into postsecondary programs. Of equal importance will be the impact of the program on the institution. Plans are underway to share the experiences of the staff with other departments of the institution, and to investigate the impact upon the students, faculty, and staff of the institution. Although the number of participants is small, the project appears to have the potential to be a model for other multi-purpose, state-supported colleges of arts and sciences.

SUMMARY AND CONCLUSIONS

The justification for making an improved effort to better use the American workforce is propelled by the lack of a continuing alternative source of additional manpower. No independent effort by either the government or the private sector will accomplish this improvement without the involvement of the higher education community. Community colleges and four-year colleges and universities each have an area of expertise that forms the strongest basis for their respective contributions. Program and service opportunities range from instruction in vocational subjects and academic skills to career counseling and placement assistance. Some opportunity exists to contribute research expertise and admininstrative services.

The choice to participate benefits the institution, the instructional faculty and staff, the student, and the private sector, as well as society as a whole. There are implications for the institution that chooses to become involved in the areas of its financial, personnel, and general administrative operations. With forethought and planning, negative outcomes can be avoided and success made more likely. Special precautions to assure useful contract handling and auditing along with conscientious management, prevent the development of serious problems with the contracting governmental unit. Early attention to potential risk management and insurance problems can similarly avoid the surprises and expenses that often characterize problems in this area. The experience of those institutions that have been involved in the past provides a foundation for those not yet involved. The confidence and leadership provided by these early experiences is available to those seeking it.

David Buettner

David Buettner is the Superintendent of the North Iowa Area Community College in Mason City, Iowa. Prior to assuming this position, he was the Campus Director at the Lincoln Campus of Southeast Community College in Lincoln, Nebraska. Both colleges have a long history of successful cooperation with the private sector and CETA. He has been an active member of a private industry council and remains active in the local Chamber of Commerce.

The views expressed in this monograph are those of the author, not necessarily those of the American Council on Education.